

DDA Registry
File Bldg + Gr 3

DDA 76-5594

10 NOV 1976

MEMORANDUM FOR: Inspector General

FROM : John F. Blake
Deputy Director for Administration

John:

1. The attached memorandum was prepared for my signature by the Office of Logistics and the Office of Security's Safety Staff, and while it answers the specific questions raised by the Audit Staff there are some additional facts I would like to pass on to you which you may not be aware of.

STATINTL

2. The General Services Administration, not the Agency, is the executive agent for all federal real property in the United States. Any requirements the Agency may have for real estate except those for operational property must be satisfied through GSA. When the need to house the CFI and the IC Staff in other quarters first arose the only space that GSA could come up with that met the requirement within the time frame indicated was the building at [REDACTED]. Senior officials from the GSA made special arrangements to have the DCI and current DDCI inspect the building and, with their approval, Logistics completed the necessary paperwork to have the building assigned to the Agency.

3. I have also attached a draft of a prospectus which GSA has prepared for congressional review and approval in which they make a statement that "It would be neither economically sound nor practicable to vacate and demolish a building as structurally sound as this one," albeit that they recognize that "Minimum renovations are necessary to bring the building into conformance with GSA fire and life safety regulations."

H. Jack
John F. Blake

Atts

- (1) Memo to IG fr DDA, subj:
Alleged Structural and Safety
Defects in the Projected New
Quarters for the ICS (DDA 76-5561)
- (2) GSA Draft Prospectus

ADDA:MJMalanick:kmg (10 Nov 76)

Distribution:
Approved For Release 2001/07/16 : CIA-RDP79-00498A000100110011-6

Orig & 1 - IG

1 - DDA Subject w/Atts
1 - JFB Chrono

1 - DDA Chrono w/Att(1)
1 - MIM Chrono

10 NOV 1976

MEMORANDUM FOR: Inspector General

FROM : John F. Blake
Deputy Director for Administration

SUBJECT : Alleged Structural and Safety Defects
in the Projected New Quarters for
the ICS

REFERENCES : (a) Memo dtd 15 Oct 76 to DD/A fr IG, STATINTL
Same Subject
(b) Memo dtd 13 Oct 76 to IG fr C/AS,
Subject: Structural and Safety
Defects in the [REDACTED]
Building

1. By reference (a) you provided the reference (b) report which enumerated a number of alleged structural and safety defects in the new Community Headquarters Building (CHB). This memorandum provides, for your information, a detailed response concerning these allegations. In summary, our investigation indicates that while some of the conditions described may have existed at some point during the renovation project, they have either been corrected or provision has been made for their correction.

2. In addition to the specific allegations, reference (b) also states that "... concerns of the people responsible for safety may not have been given sufficient attention. If in fact the building is condemned and cannot be brought to safe conditions, funds spent for renovation will have been wasted. More important, the well being of employees may be subject to unnecessary risk ... in point of interest we are informed that the designated safety and health official is legally responsible for the safety standards in this building." You can be assured that safety has been and will continue to be of utmost concern to us and no action will be taken or tolerated which could result in any risk to our employees. All safety features

SUBJECT: Alleged Structural and Safety Defects in the
Projected New Quarters for the ICS

which are being incorporated in this building are in accordance not only with the requirements of the Agency Safety Branch, but more importantly, in total compliance with the requirements of the General Services Administration (GSA) Safety Branch which is the office having primary responsibility for the safety of this GSA renovated and managed building.

3. Detailed remarks concerning each of the allegations contained in reference (b) follow and are keyed to paragraph 2 of reference (b).

STATINTL

a. Apparently, there was a misunderstanding relative to the comment made to the auditor. In response to a query by the auditor regarding how the Agency obtained the building at [REDACTED] an Office of Security representative informed the auditor that during a meeting at that location in April 1976, the Office of Security representative asked the GSA official if we could get out of taking the building (because of apparent safety deficiencies). The GSA official replied substantially as follows: "No, because I have been informed that Mr. Bush has been in contact with my boss and Mr. Bush's word is his bond." There was no indication to the auditor that there was not a subsequent formal agreement.

b. In his statement to the auditor relative to the absence of blueprints causing misunderstandings, the Office of Security representative was referring to the absence in the Safety Branch of structural drawings reflecting specifications with respect to floor construction and vertical fire penetrations.

c. The Safety Branch, OS, was informed by a confidential source (retired GSA inspector) that he had recommended that the building be condemned as being uneconomical for renovation but that his report was never officially released. We have asked Mr. William A. Ruth, the GSA Project Officer for the work, if he has any knowledge of

SUBJECT: Alleged Structural and Safety Defects in the
Projected New Quarters for the ICS

any situation even remotely similar to that described, and he knows of none. Be this as it may, we are confident that all hazards which could have been known to the source have been or are being corrected.

By the statement that safety inspectors suspect that the building structure would not meet minimum Code standards even after modifications were made, the Office of Security representative was referring to the initial renovation contract which does not include the sprinkler system or additional stairway which are budgeted for FY 1977.

d. (This subparagraph was not included in the referent, apparently an inadvertent omission.)

e. An Office of Security representative stated that the Agency had hired an A&E consultant to evaluate the building. He made no comment relative to costs and billing of the Agency by GSA. A consultant was hired by GSA to survey the building and the fee for this work was legitimately charged to this Agency by GSA. The use of consultants by federal agencies is an accepted and preferred practice.

f. The consultant's report states, "Considering the above floor survey, which includes heavily loaded areas of appreciable size that are obviously not correlated with or limited by the floor beam location, we believe a reasonable judgment can be made evaluating the live load capacity in excess of 150 psf." A GSA structural survey made in 1967 states that the center bay of the building running from front to back (N to S) has a live load capability of 55 lbs./sq. ft. and the two outer bays, one on the

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Projected New Quarters for the ICS

STATINTL

east side and one on the west side of this center bay, have a live load capability of 70 lbs./sq. ft. (As a point of comparison, 54 percent of Agency-occupied space in the [REDACTED] Building has a designed live load capability of 60 lbs./sq. ft.) Considering the weight and type of files which were contained in the building, the consultant's estimated weight carrying capacity is probably accurate, but we have chosen to conform to the more conservative structural survey performed by GSA.

The statement about core sampling, which was apparently a restatement of a comment by a GSA construction supervisor, is incorrect. The strength of the floor could not be determined in the manner described; and, secondly, the floor would not collapse if penetrated as evidenced by numerous openings for pipes and plumbing.

Finally, regarding the statement that "... safety inspectors and engineers suspect that the floors cannot bear the weight of safes, vaults, etc.," safety inspectors and engineers of this Directorate are now satisfied that vaults and concentration of safes can be safely placed in the building provided the safes are located and the vaults are designed by professionals qualified to make such judgments.

STATINTL

g. Corrective action has been taken, as indicated in paragraph g, reference (b).

STATINTL

h. The Office of Security representative did not quote the figure [REDACTED] rather he stated to the auditor "under [REDACTED]" The current renovation contract in the amount of [REDACTED] will not eliminate all safety concerns. This is exactly why funds are being budgeted in FY 1977 to install the fire stair tower and sprinkler systems.

STATINTL

SUBJECT: Alleged Structural and Safety Defects in the
Projected New Quarters for the ICS

The statement concerning subsequent removal of flooring is not pertinent. Based on the GSA structural analysis, the structural system will support our safe files. Obviously, it will be necessary to consider the building structural system in making their placement.

STATINTL

4. In summary, nothing new has been surfaced by the memorandum which you have forwarded. We have been and continue to be acutely concerned regarding the safety provisions which are being incorporated into the [REDACTED] building. The issues raised in the memorandum appear to be largely the result of a series of misunderstandings caused by the lack of a mutually understood context and time frame of reference. While the misunderstanding is regrettable, I appreciate the concern evidenced by the officers involved and hope they continue to bring to our attention any problems, as they perceive them, which may occur in the future.

STATINTL

STATINTL

5. Any questions you may have concerning the information contained in this memorandum may be directed either to Mr. [REDACTED] Deputy Chief, Real Estate and Construction Division, OL, or [REDACTED] Deputy Director of Security (PTOS).

/s/ John F. Blake

John F. Blake

STATINTL

Attachments:
References

CONCURRENCE:

[REDACTED]
Robert W. Gambino
Director of Security

1 NOV 1976

Date

SUBJECT: Alleged Structural and Safety Defects in the
Projected New Quarters for the ICS

Distribution:

Orig. & 1 - Addressee, w/atts
✓ 2 - DD/A, w/atts
1 - D/Sec, w/atts
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1 - SB/PhySD/OS, w/atts
1 - OL Official, w/atts

STATINTL

Originating Office:

[REDACTED]
James H. McDonald
Director of Logistics

8 NOV 1976

Reference (a)

INSPECTOR GENERAL

76-3140

DD/A Registry

76-5137

15 October 1976

MEMORANDUM FOR: Deputy Director for Administration

FROM: John H. Waller
Inspector General

SUBJECT: Alleged Structural and Safety Defects
in the Projected New Quarters for the
IC Staff

STATINTL

1. Please find attached a report to me from the Chief of the Audit Staff entitled "Structural and Safety Defects in the [REDACTED] (Projected new Headquarters for the Intelligence Community Staff).

2. I am in no position to verify or comment on the allegations contained in subject report, but I feel I should bring it to your attention. I would appreciate your comments on this report.

STATINTL

[REDACTED]
John H. Waller

Attachment - 1

E2 IMPDET

CL BY 055636

01 6 5130

Reference (b)

INSPECTOR GENERAL

0011-6

176-3132

STATINTL

13 October 1976

MEMORANDUM FOR: Inspector General

STATINTL FROM:

[REDACTED]
Chief, Audit Staff

STATINTL SUBJECT: Structural and Safety Defects in the
[REDACTED] Building

STATINTL

1. The following information concerning structural and fire safety deficiencies at the [REDACTED] at [REDACTED] was passed informally to Audit Staff representatives during an interview on safety matters concerning other Agency facilities. This information was reportedly derived from several inspections of this building by the Safety Branch and Domestic Security Branch of the Office of Security. Audit Staff has no means of confirming the reported deficiencies, but I believe the allegations are of sufficient importance to be brought to your attention for such action as you may deem appropriate.

2. Data basic to the concerns of Safety Branch is as follows:

a. White House officials apparently informed Mr. Bush that the President wanted Mr. Bush and the Intelligence Community Staff relocated away from the Headquarters Building. The requirement to find a suitable building was given to the Director of Logistics. The Real Estate and Construction Division/OL identified several possible locations. Apparently the DCI advised the Administrator of the General Services Administration (GSA) of his selection, but there was no formal agreement between the Agency and GSA regarding the building.

-2-

b. The Agency safety inspectors tried to obtain the building plans but GSA could not locate them. Other likely sources were asked for the plans but none were found. The date the structure was built could not be determined. Estimate as to the age of the building was 65 years. The absence of blueprints has caused several serious misunderstandings regarding the building by GSA, the Agency and a consultant hired to examine the building.

c. The Safety Branch was informed that a GSA building inspector recommended that the building be condemned. The condemnation report was never released by the inspector's supervisor. The inspector has retired from GSA. The building apparently was condemned because the structure was not sound and because of failure to meet fire safety codes.

- There is only one stairway in the building; it is an "open monumental stairway" from the ground floor to the roof.
- The fire escape is in violation of the Life Safety Code and GSA regulations mainly because it is too narrow.

Agency safety inspectors stated a sprinkler system and a smoke tower would have to be installed to meet the minimum code requirements. These two items were not included in the contract for renovation. Agency safety inspectors suspect that the building structure would not meet minimum code standards even after the modifications are made.

e. GSA hired a building construction consultant for \$25,000 to evaluate the building. Based on the consultant's report, decisions were made by Agency and GSA management relative to the renovation contract. The Agency was subsequently billed by GSA for the \$25,000.

f. The consultant's report stated that the flooring could sustain 150 pounds per square foot. This is apparently incorrect. The safety inspectors were told by GSA that the floors were concrete; however, when a closer inspection was made, the floor was found to be hollow core clay pipe constructed in an arch. Wooden "sleepers" were placed over the arch to affix the flooring. Gravel, cinders, and sand was placed below and between the sleepers to level the floor. The engineers cannot take core sampling to determine the strength of the floor, because any drilling would break the arch and cause the floor to collapse. The safety inspectors and engineers suspect that the floors cannot bear the weight of safes, vaults, etc.

g. The building has three separate ceilings, one below the other. Each ceiling has light fixtures that still have electrical power. This violates fire codes. The ceilings together with the electrical wiring and fixtures would have to be removed and a new ceiling installed. A contractor is currently removing ceilings and wiring as a part of the renovation contract.

h. From what Agency safety inspectors have been able to determine, the renovation contract, estimated at [REDACTED] will not be sufficient to improve the structure of the building or eliminate all the fire hazards. Further, if the flooring subsequently must be removed, a large part of the renovation money will have been wasted.

3. From the foregoing it appears that concerns of the people responsible for safety may not have been given sufficient attention. If in fact the building is condemned and cannot be brought to a safe condition, funds spent for renovation will have been wasted. But more important, the well-being of employees may be subject to unnecessary risk. Further details regarding this matter are available from [REDACTED], Deputy Chief, Safety Branch at 1005 Ames Building, extension x3611; or [REDACTED], Deputy Chief, Domestic Security Branch at 1035 Ames Building, extension x3494. In point of interest, we are informed that the designated safety and health official is legally responsible for the safety standards in this building.

DRAFT

STATINTL

PROSPECTUS NUMBER:
BUILDING NUMBER : DC0078ZZ

PROSPECTUS FOR PROPOSED ALTERATION
UNDER THE PUBLIC BUILDINGS ACT OF 1959, AS AMENDED



WASHINGTON, DC

1. SUMMARY OF PROPOSED PROJECT:

This prospectus provides for minimal repairs and alterations which should be undertaken at this building for its use in providing housing for a specialized Federal agency function. Work to be accomplished includes repairing and replacing obsolete components of the existing airconditioning system with more efficient equipment; repairs and modifications to the electrical and telephone distribution systems; repairs to the elevators; upgrading of firesafety systems; replacement of an unsafe fire escape with a fire stairway; miscellaneous window, floor, wall, ceiling repairs; roof repairs; and minor space alterations. This work is to be accomplished within five years after prospectus approval. It does not include (1) the day-to-day preventive maintenance and recurring maintenance repairs including painting, pointing and waterproofing which must be undertaken annually to keep the building in a tenantable condition, (2) alterations to the building and its equipment which may be occasioned by future space reassignments which cannot be identified at this time, and (3) repairs and replacements which may be occasioned by an emergency or breakdown which interrupts use of the building.

2. ESTIMATED MAXIMUM COST:

STATINTL

Authorization requested



3. DESCRIPTION AND JUSTIFICATION OF WORK:

This building (completed in 1920) has been selected to house the Committee of Foreign Intelligence and the Intelligence Community Staff in which they would carryout the specialized functions assigned to them by Executive Order 11905. While the basic structure is sound, some minimal repairs to the building are required as follows: The domestic water system has deteriorated to the point that repairs are required for the storage tanks, steam converter heaters, pumps and associated piping and controls.

DRAFT PROSPECTUS

DRAFT

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PROSPECTUS NUMBER:
BUILDING NUMBER : DC0078ZZ

Because of their age, deterioration, elements of the airconditioning system will have to be repaired, replaced or altered.

The interior and exterior zone heating systems are antiquated, costly in terms of maintenance and are not efficient from an energy conservation point of view. This system will require major repairs to remain operational well enough to accommodate the proposed space alterations envisioned. The "Energy Conservation Guidelines for Existing Office Buildings" will be used for the analysis and design of these modifications.

The building's electrical system does not provide an emergency power source and due to the highly sensitive operations that will take place in the building an emergency power system served by a generator must be provided to operate alarms, elevator, power, communication and lighting systems. Also repairs to the electrical distribution system must be made to reduce overloading hazard and maintain continuity of operation.

The windows and roof are original to the building and have come into disrepair permitting leaks into the building. Repairs to the exterior windows and the roof are necessary to maintain the watertight integrity of the structure. General repairs of the floors, walls and ceilings will be required throughout the building. Some minor space alterations will be required.

Minimum renovations are necessary to bring the building into conformance with GSA fire and life safety regulations. The existing stairway must be physically separated from the rest of the building so as to provide an enclosed, protected means of emergency egress. The existing fire escape has been condemned and an exterior tower is required. A fire standpipe system to provide the capability for fire fighting throughout the building is necessary.

The existing elevators are outdated, manually operated and are constantly being repaired. Repairs are necessary including cabs, hatch doors, controls and electrical work. In addition the elevators will be provided with fireman's capture modifications to meet the latest ANSI code standards.

Necessary handicap facilities will be provided in compliance with P.L. 90-480 within the building.

This building, constructed in 1920, has an occupiable area of 37,860 square feet and was acquired by GSA in 1960. Of steel frame construction with a masonry exterior skin, it is a permanent, office type structure

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STATINTL

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PROSPECTUS NUMBER:

BUILDING NUMBER : DC0078ZZ

which previously housed elements of the [REDACTED] but under reassignment of space it will house the Committee on Foreign Intelligence and the Intelligence Community Staff.

STATINTL

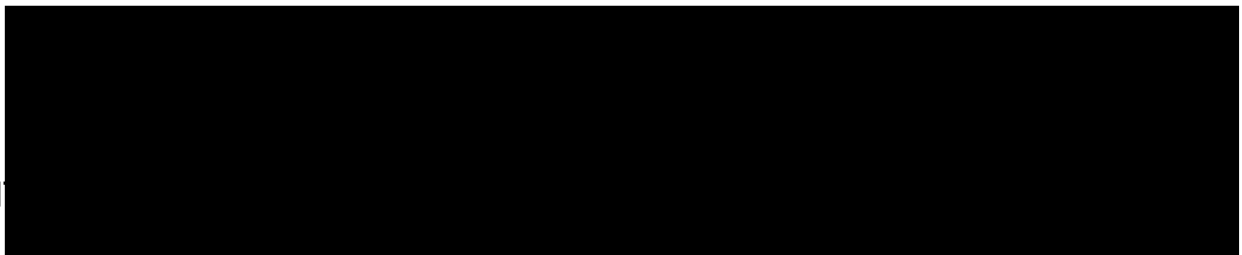
There are approximately 254,000 employees housed in 34,000,000 square feet of Government-owned space and 27,700,000 square feet of leased space in the Washington, D.C., metropolitan area. Approximately [REDACTED] these employees will be housed in the building. For the foreseeable future, therefore, this building will continue to be an essential part of the comprehensive space plan for housing the Federal population of this area.

4. DISCUSSION OF ALTERNATIVES:

STATINTL

- a. Replace the building with a new modern structure.

STATINTL



[REDACTED] = 2.32 (Construction)

- b. Provide a similar amount of space in a leased building.

STATINTL

Due to the stringent security measures necessary, a single occupant building would be necessary so that the integrity of the proposed operations would be maintained. This building is ideally suited for the number of occupants to be housed from the committee and staff. Therefore, it is again not practical to vacate or demolish this structurally sound building. Location in leased space of the intelligence operations would compromise the integrity of the required security measures. The cost ratio of this alternative, although it is not practicable is:

[REDACTED] = 0.60 (Leasing)

- c. Proceed with the repair and alteration project.

In view of the aforementioned considerations, the proposed alteration project is the most feasible and economical course of action. The projects proposed in this prospectus will ensure the continued productive use of this building on an economical basis therefore this alternative

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PROSPECTUS NUMBER:
BUILDING NUMBER : DC0078ZZ

is considered to be the most viable one considered for satisfying the specialized Federal space needs for the Committee on Foreign Intelligence and the Intelligence Community Staff.

5. COMPREHENSIVE HOUSING PLAN:

This is a repair and alteration project. Major construction will take place after the building has been vacated by the Selective Service System and before it is occupied by the new tenants.

See attached Exhibit B.

6. ENVIRONMENTAL DATA:

In the development of this project, studies will be made to determine that the project will be accomplished in strict compliance with the purpose and intent of Executive Order 11514 "Protection and Enhancement of Environmental Quality" and will comply with the requirement of Section 102(2)(c) of the National Environmental Policy Act of 1969 (P.L. 91-190), as amended, the guidelines prescribed by the Council on Environmental Quality.

7. STATEMENT OF NEED:

It has been determined for the reasons stated in 4 above that the only viable alternative is to proceed with the proposed action.

Submitted at Washington, DC, on _____

Recommended:

Commissioner, Public Buildings Service

Approved:

Administrator of General Services

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EXHIBIT B

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4/16: GIA RDP79

-6-STATINTL

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